10 February 1977

MEMORANDUM FOR: Inspector General

SUBJECT   :   Command and Control

    Re the conclusions of your excellent survey, I think the record
demonstrates not only that "there does not now exist a predisposition
to evade law", but that the cadre of this Agency have been consistently
guided by a sense of professional discipline, "code of ethics", if you
will, that has obliged them (1) to operate within the confines of their
understanding of instructions from a higher authority and (2) to respond
loyally to such instructions.

    There is no evidence, except for the two instances sighted, that
there has been any significant divergence from the first of these
injunctions. As you correctly conclude, the problem instead lies in
their uncertainty that they can rely on these instructions to faith-
fully interpret new regulations imposed by society, through legislation
and executive action, reflecting the morality of the seventies.

    A part of the problem for Agency management, in addition to the
need to find ways to maintain creativity, is to complete the task of
interpreting the external guidelines in Headquarters Regulations. My
impression is that there remain a number of grey areas where policy
may have been formulated at upper echelons, but which have not as yet
been formalized for the guidance of the working level. This is an
evolutionary task, I concede, in the sense that we can't finally and
conclusively say that we have anticipated all contingencies for which
regulations might be needed. But there remains a good deal to be done
to provide for the situations that we do now recognize as requiring
interpretation and guidance. In fact, the "completion" of this task
should help to restore confidence throughout the ranks, in the sense
that our cadre - when they feel they understand better the limits of
their discretion, are more likely to recapture the spirit that promotes
"creativity, aggressiveness, and inspiration".

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